

Message Text

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ACTION EA-09

INFO OCT-01 EUR-12 ISO-00 CIAE-00 DODE-00 PM-04 H-01
INR-07 L-03 NSAE-00 NSC-05 PA-01 PRS-01 SP-02
SS-15 USIA-06 DLOS-09 OES-06 EB-08 SAL-00 INT-05
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P 290926Z MAR 77

FM AMEMBASSY TOKYO

O RUEHC/SECSTATE WASHDC PRIORITY 6498

INFO AMEMBASSY MOSCOW PRIORITY

USLO PEKING

AMEMBASSY SEOUL

C O N F I D E N T I A L SECTION 1 OF 2 TOKYO 4392

E.O. 11652: GDS

TAGS: PFOR, EFIS, JA, UR

SUBJECT: JAPAN-SOVIET FISHERIES NEGOTIATIONS DEADLOCKED

REF: TOKYO 3315 AND PREVIOUS

SUMMARY: FONOFF HAS DESCRIBED NEGOTIATIONS OVER CONDITIONS OF JAPANESE ACCESS TO SOVIET 200-MILE FISHING ZONE AS DEADLOCKED; SOVIETS ARE STANDING FIRM ON FOUR "OUTRAGEOUS" DEMANDS, INCLUDING EXPLICIT JAPANESE ACCEPTANCE OF INCLUSION OF DISPUTED ISLANDS WITHIN SOVIET ZONE. AGREEMENT BEFORE APRIL 1 SOVIET DEADLINE SEEMS INCREASINGLY UNLIKELY. END SUMMARY.

1. NEGOTIATIONS IN MOSCOW OVER CONDITIONS FOR JAPANESE ACCESS TO SOVIET 200-MILE EXCLUSIVE FISHING ZONE "ARE GOING NOWHERE," FONOFF 1ST EAST EUROPE (USSR) DEPDIVDIR MORIHISA AOKI TOLD EMBOFF MARCH 29. AOKI SAID THA IN EFFORT TO RALLY PUBLIC SUPPORT ("OUR ONLY WEAPON") JAPANESE DELIBERATELY LEAKED ON MARCH 26 THREE OF FOUR "UNACCEPTABLE" SOVIET DEMANDS THAT JAPAN:

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--EXPLICITLY AFFIRM SOVIET SOVEREIGNTY OVER DISPUTED ISLANDS NORTHEAST OF HOKKAIDO:

--ALLOW USSR TO CONTINUE FISHING OPERATIONS BETWEEN THREE AND TWELVE-MILE LIMITS AFTER JAPAN ESTABLISHES TWELVE-MILE TERRITORIAL

SEA, AS IT IS EXPECTED TO DO BEFORE LONG;

--AGREE TO DEFER DISCUSSION OF
QUOTAS IN SOVIET ZONE UNTIL ALL OTHER CONTENTIOUS
POINTS SETTLED.

FOURTH SOVIET DEMAND IS THAT JAPANESE DISCARD NOTION
OF REACHING INTERIM AGREEMENT PENDING DIET ACTION AND
INSTEAD SIGN LONG-TERM AGREEMENT EXPLICITLY
RECOGNIZING SOVIET JURISDICTION OVER JAPANESE
FISHERMEN WITHIN ZONE.

2. AOKI SAID JAPANESE WOULD NEGOTIATE DOWN TO APRIL
1 DEALINE (WHEN SOVIETS HAVE SAID THEY WOULD BEGIN
TO ENFORCE JURISDICTION IN ZONE) AND PERHAPS BEYOND
IN HOPE OF BREAKTHROUGH. SO FAR, AFTER THIRTEEN DAYS
OF TALKS, THERE HAD BEEN NO SIGN OF GIVE IN SOVIET
POSITION. RUSSIANS WERE DETERMINEDLY OBTUSE WHEN
JAPANESE EXPLAINED LONG-TERM AGREEMENT IMPOSSIBLE NOW
BECAUSE DIET MUST APPROVE ANY PACT AFFECTING RIGHTS
AND OBLIGATIONS OF JAPANESE CITIZENS. ACCORDING TO
AOKI, IN ATTEMPT TO REASSURE USSR, JAPANESE HAVE SAID
THAT ALTHOUGH THEY COULD
NOT ACCEPT INTERIM PACT GOING FARTHER THAN US-JAPAN
EXCHANGE OF LETTERS (WHICH FUZZED JURISDICTION PROBLEM),
THEY WERE PREPARED TO INITIAL SIMULTANEOUSLY LONG-TERM
AGREEMENT AND THAT RUSSIANS "COULD CONSIDER THAT THEY
WOULD BE ABLE, BY EXCHANGE OF LETTERS, TO DO WHAT
THEY ARE REQUIRED TO BY THE DECREE OF THE SUPREME
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SOVIET."

3. AOKI SAID JAPANESE HAD HOPED THAT SOVIETS WOULD AGREE TO
FINESSE "NORTHERN TERRITORIES" DISPUTE BY USING
SAME LANGUAGE DEFINING SEA AREA WITHIN SOVIET 200-MILE
ZONE THAT WAS USED IN EXCHANGE OF LETTERS BETWEEN
JAPANESE AGMIN SUZUKI AND USSR FISHMIN ISHKOV LATE
IN FEBRUARY: "WATER AREA DETERMINED BY THE DECREE OF
THE SUPREME SOVIET." SOVIETS HAVE INSISTED, HOWEVER,
THAT PROPOSED AGREEMENT MENTION FEBRUARY 24 USSR
COUNCIL OF MINISTERS DECISION IMPLEMENTING DECREE,
WHICH EXPLICITLY DEFINED BOUNDARIES TO INCLUDE DISPUTED
ISLANDS.

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INFO AMEMBASSY MOSCOW PRIORITY

USLO PEKING

AMEMBASSY SEOUL

C O N F I D E N T I A L SECTION 2 OF 2 TOKYO 4392

4. AOKI REGARDED SOVIET DEMAND TO CONTINUE FISHING
WITHIN EXTENDED JAPANESE TERRITORIAL SEA AS "SERIOUS."
SOME EIGHTY PERCENT OF IMPORTANT SOVIET SARDINE CATCH WAS
TAKEN THERE. NEITHER COULD JAPANESE YIELD,
INASMUCH AS DECISION TO EXTEND TERRITORIAL SEA WAS
MADE SPECIFICALLY TO KEEP SOVIETS OUT, AND
SOVIETS HAVE NEVER ALLOWED JAPANESE INSIDE THEIR LONG-
ESTABLISHED TWELVE-MILE LIMIT.

5. MEANWHILE, IN TOKYO, JAPAN-USSR FISHERY COMMISSION
NEGOTIATIONS CONTINUE, ALSO UNDER DIFFICULT CONDITIONS
FOR JAPAN. SOVIETS HAVE PROPOSED COMPLETE BAN ON
HERRING FISHING IN NORTHWEST PACIFIC, BAN ON
SALMON FISHING WITHIN THEIR 200-MILE ZONE, AND QUOTA OF
57,000 TONS OUTSIDE 200-MILE ZONE. GOJ REGARDS THESE
PROPOSALS AS UNREASONABLE AND HAS COUNTERED WITH
PROPOSAL FOR QUOTA OF 87,000 TONS OF SALMON TO BE
TAKEN BOTH WITHIN AND OUTSIDE OF SOVIET EONE. (SALMON
CATCH IN METRIC TONS SINCE 1973 WAS: 1973 - 95,276;
1974 - 86,860; 1975 - 91,045; AND 1976 - 82,186.) YONEZAWA
OF JAPAN FISHERIES AGENCY HAS INFORMED FISHATT THAT
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NEGOTIATIONS MAY CONTINUE FOR ANOTHER TWO WEEKS.

6. ALSO ACCORDING TO YONEZAWA, JAPAN FISHERIES ASSOCIATION
HAS ORDERED ALL JAPANESE FISHING VESSELS IN SOVIET 200-MILE
ZONE TO RETURN TO PORT IN ANTICIPATION OF POSSIBLE

FAILURE TO REACH PROVISIONAL AGREEMENT BY DEADLINE OF APRIL 1. EVEN IF AGREEMENT IS REACHED, VESSELS WILL NEED TO BE IN PORT TO APPLY FOR AND RECEIVE PERMITS TO FISH IN SOVIET ZONE.

7. COMMENT. OUTLOOK FOR FISHERIES AGREEMENT BEFORE APRIL 1 DEADLINE SEEMS DIM, AND GOJ STRATEGY NOW SEEMS TO BE TO ENSURE THAT SOVIETS BEAR FULL BLAME IN PUBLIC EYES. AGMIN SUZUKI MARCH 28 IN DIET TERMED SOVIET DEMANDS "OUTRAGEOUS," SOCIALIST PARTY CHAIRMAN NARITA DECLARED SOVIETS MUST NOT BE ALLOWED TO FISH IN JAPANESE TERRITORIAL WATERS, AND EVEN COMMUNISTS IN SHARPLY-WORDED FORMAL POLICY STATEMENT, ECHOED SIMILAR SENTIMENTS. AN UNVOICED ASSUMPTION, ACKNOWLEDGED BY SEVERAL JAPANESE OBSERVERS, IS THAT SOVIETS ARE EXTRACTING A BIT OF REVENGE FOR MIG-25 INCIDENT. AND WHETHER MOSCOW CARES ENOUGH FOR OVERALL HEALTH OF RELATIONSHIP WITH JAPAN EVENTUALLY TO ACCOMMODATE GOJ'S NEEDS IS SOMETHING ONLY RUSSIANS KNOW. IN ANY EVENT, AMERICAN BEHAVIOR IN NEGOTIATING JAPANESE ACCEPTANCE OF 200-MILE ZONE IS LOOKING BETTER AND BETTER TO JAPANESE IN RETROSPECT.
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